

2. LAND USE

The General Plan, pursuant to state law, must address all areas within the city as well as those areas beyond the city limits that are within its Sphere of Influence. The Hayward Planning Area is depicted in **Figure 2-1**. The Planning Area includes all land within the City of Hayward as well as surrounding unincorporated areas that are within the City's Sphere of Influence. These areas include the communities of Fairview and Cherryland. The Sphere of Influence, as adopted by the Alameda County Local Agency Formation Commission, recognizes areas that share a community of interest, are closely tied to the city through existing circulation patterns, currently receive some city services, or which may eventually be considered for annexation to the city.

Historical Overview

The modern City of Hayward had its origins in the 1850s during the Gold Rush. The city's site lay within the boundaries of Rancho San Lorenzo, a 17,000-acre estate granted in 1821 to the Mexican colonist Guillermo Castro. In 1854, Castro had a map surveyed for a town covering 28 blocks in the vicinity of his adobe (a site now occupied by Hayward's Historic City Hall) and began selling land to settlers. Castro also sold a large tract to William Hayward, who built a general store and lodging house at present-day A and Main Streets, near the intersection of the principal road from Oakland to San Jose and the road from the bayshore landings to the Castro and Livermore Valleys. The settlement that grew up around Hayward's Hotel became known as Haywards, later shortened to Hayward.

Rich soil and abundant water supported a prosperous farming and ranching culture in the area. Numerous farms and ranches spread across the flatlands and hills, producing grains, vegetables, fruits, dairy products, and meat. Most of these landholdings were large, ranging in size from 100 to 500 acres, with a few exceeding 1,000 acres. The premier agriculturist in the area was William Meek, who owned nearly 3,000 acres south and west of San Lorenzo Creek and Hayward, on which he pastured sheep and cultivated almonds, plums, oranges, lemons, limes, cherries, currants, wheat, oats, barley, and corn.

Railroads spurred urban and agricultural development. In 1865, a local line began service between Hayward and Alameda, where trains connected with ferries to San Francisco. This line was soon taken over by the Central Pacific, and in 1869 transcontinental trains began running through Hayward. In 1878, a second railroad began service along the bay shore, with a station at the village of Mt. Eden. By 1870, Hayward had a population of 1000 and a thriving commercial district. When Hayward was incorporated in 1876, the town plat extended east from the vicinity of present-day Mission Boulevard to Fourth Street. A Street marked the town's north boundary; E Street and Jackson Street made up the south boundary. This grid would change little over the next 30 or 40 years. During these years, Hayward remained a small mercantile town with a cannery by the tracks and a couple of thousand residents. Roads radiated out from the town into the surrounding farmland. A Street ran east and west to Castro Valley and

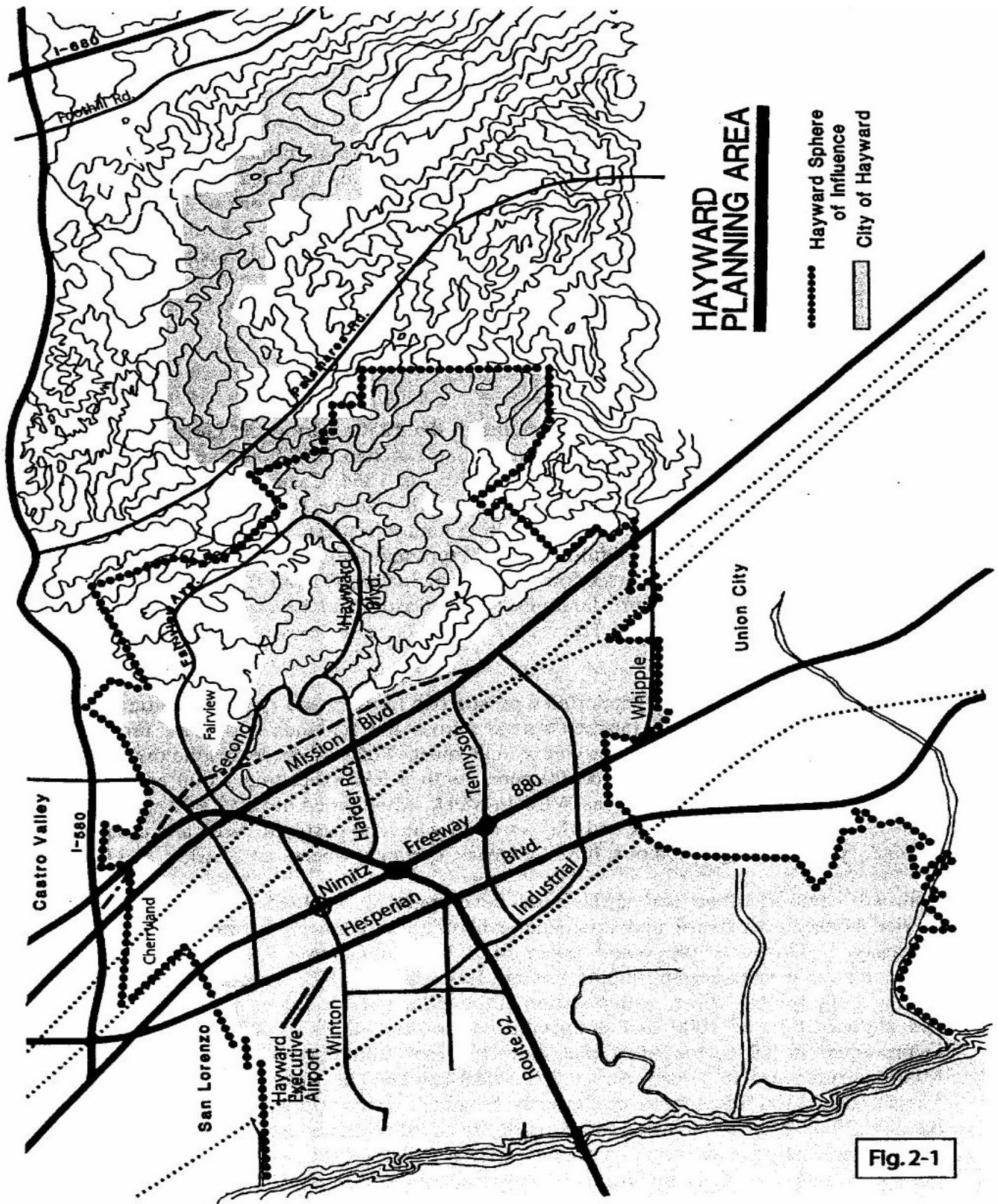


Fig.2-1

the bay shore; Jackson Street headed southwest to the village of Mt. Eden; Mission Boulevard ran north and south to nearby towns and cities.

The Hayward area entered a period of accelerated change in the early decades of the 20th century. A steady influx of farmers and townsfolk resulted in the gradual expansion of the town grid and the cutting up of larger farms into smaller farms. The opening of the Hayward–San Mateo Bridge in 1919 brought new prominence to the town as burgeoning numbers of automobiles passed through the area on newly improved county roads. During the prosperous 1920s, Hayward’s population surged to 5,000 and new tracts pushed out the boundaries of the grid. In 1941, when the United States declared war, Hayward was still an agricultural town, with a population of about 7,000.

By 1950, with a population exceeding 14,000, the town was well on its way to becoming a city. Housing tracts had begun to appear around the fringes of the grid, and the city limits now stretched south to Tennyson Road and west to the Southern Pacific tracks. The City also annexed the new municipal airport (established during the war as a military airbase).

Explosive growth in the 1950s, facilitated by the opening of the Nimitz Freeway (Interstate I-880), brought about a five-fold increase in the city’s population, which exceeded 72,000 by 1960. As vast tracts of agricultural land were annexed, pushing the city limits south to Union City and west toward the bay, farmland gave way to more subdivisions, shopping centers, and industrial parks. As a result of the post-war housing construction boom, Hayward was transformed into a suburban bedroom community.

During the late 1960s and 1970s, Hayward experienced a surge in industrial development that created numerous employment opportunities, balancing to some extent the housing that was developed earlier. To accommodate the substantial population increase and minimize the costs to extend city water, storm drain and sewer throughout Hayward, developers began to focus on creating multifamily housing. Construction of multifamily housing increased dramatically during this period and continued into the 1980s. Infill development in the form of single-family detached homes on smaller lots became the predominant type of residential development during the 1990s. Toward the end of the decade, townhouse (or single-family attached units) developments became more common, especially in the Downtown area.

Today, Hayward is a highly urbanized community, and yet still retains some aspects of the small town feeling. It also exhibits lingering characteristics of suburban sprawl. Most of the available land in Hayward has been developed for housing, commercial, industrial or other urban uses. Generalized land use is presented in Table 2-1. The City is now focusing on maintaining and enhancing existing neighborhoods, business districts, and surrounding open space. With a growing, changing population, it becomes more important to establish long-range plans for the City that accurately reflect the desired goals of the community.

Table 2-1.

Urban Land and Open Space within the City of Hayward	
Land Use Description	Square Miles
Urban Land (<i>Developed Areas</i>)	30 sq.mi.
Baylands (<i>Marshes, Salt Ponds, etc.</i>)	9 sq.mi.
Rangelands (<i>East Hills Annex</i>)	5 sq.mi.
Water (<i>San Francisco Bay</i>)	17 sq.mi.
Total Area within the City of Hayward	61 sq.mi.

Existing Land Use and Development Potential

Continuous assessment of current development trends and review of long-range forecasts is essential to attaining housing and economic development goals and objectives, as well as planning for future public facilities and service requirements.

Residential Development

More than 70% (approximately 15,000 units) of Hayward's single-family detached homes were built between 1950 and 1960. From 1960 to 1990, only 3,411 units of single-family housing were developed. Between 1990 and 2000, approximately 2,930 units of single-family housing were developed, or only 500 fewer units than the total number of units developed in the preceding thirty years.

Prior to 1960, there were relatively few (approximately 1,400) multifamily housing units in Hayward. Between 1960 and 1970 approximately 7,000 units of multifamily housing were built, and during the next two decades, approximately 10,000 units of multifamily housing were developed. Over the decade from 1990 to 2000, relatively few multifamily units were built due to changes in the federal tax code and market acceptance of single-family homes on smaller lots.

The most recent estimate of the number of housing units in Hayward is 46,345, as of January 1, 2001 (State Department of Finance). This is an increase of almost 10% from the 42,216 units in 1990. The annual average of new housing construction since 1990 is approximately 272 units; however, the annual average over the past three years is 318 units.

There is still potential for an additional 5,000 housing units based on existing General Plan policies. This number assumes that the average density of development will approximate the midpoint of the permitted density range. The estimated remaining housing potential by neighborhood is provided in Appendix E .

It should be noted that the remaining housing potential for the Hayward Highlands area incorporates the level of development approved in the amended Walpert Ridge Specific Plan. The Specific Plan allows for development of up to a total of 805 single-family homes on 310 acres and designates the remaining acreage for open space uses. Construction is underway in the Bailey Ranch portion of this area, which includes a total of 135 housing units. Hayward 1900 is allowed up to 650 housing units per its development agreement for the Blue Rock Country Club project. In the Glen Eden area, the housing potential reflects approved development applications for 537 housing units on 123 acres within the South of Route 92 Specific Plan area. Housing potential within the Downtown and Burbank areas reflects development envisioned as part of the recently expanded redevelopment area. Potential in the Mission-Foothills and Mission-Garin areas assumes future redevelopment activity along Mission Boulevard and near the South Hayward BART station. In the Mt. Eden area, the potential for housing development is dependent upon extension of urban services and annexation of county islands to the city.

Commercial and Industrial Development

The amount of new commercial and industrial space built annually in Hayward more than doubled from .58 million square feet in 1995 to 1.2 million square feet in 1998. Construction activity declined in 1999 as building permits were issued for approximately .87 million square feet. A further decline in activity was apparent in 2000 as applications were approved or pending for about .46 million square feet. According to data supplied by BT Commercial, Hayward currently has a total of 45,604,072 square feet of warehouse, manufacturing, and research and development building space. This includes 22,546,478 square feet of warehouse space, 17,744,141 square feet of manufacturing facilities, and 5,313,453 square feet of research and development space.

The city maintains a parcel-based listing of vacant and underutilized land that is available for non-residential development. Although some acreage has been added to this inventory through approval of the South of Route 92 Specific Plan, the recent surge in construction activity has reduced the supply of available land that can accommodate additional development. Recently approved development has also further reduced the availability of relatively large parcels. Refer to Appendix E.

The surge in non-residential construction activity in recent years is reflected in the increase in employment growth over the past five years. According to the Association of Bay Area Governments, total employment in Hayward was approximately 90,080 in 2000, an increase of almost 18% over the 76,440 in 1990. Employment was relatively stable in the early 1990s, even while significant job losses were occurring elsewhere in the Bay Area due to military base closures and the California recession, because of Hayward's diversified industrial base.

Jobs/Housing Balance

The Association of Bay Area Governments (ABAG), in projections prepared for the Metropolitan Transportation Commission's *Regional Transportation Plan*, identifies Hayward as an area with a surplus of jobs over housing. While this may be true when considering only the City of Hayward, the greater Hayward area has a very favorable jobs/housing balance in comparison to other communities in the Bay Area. Existing and projected ratios of jobs to housing are presented in Table 2-2.

Table 2-2.

Jobs/Housing Balance in Selected East Bay Communities

MTC Superdistrict	Employed Residents	2000	Jobs	Employed Residents	2025	Jobs
Hayward/San Leandro	154,970	1.04	160,933	192,914	1.04	201,591
Fremont/Union City	167,213	0.78	131,152	211,705	0.89	188,742
Livermore/Pleasanton	93,988	1.25	117,602	156,622	1.30	204,366
Danville/San Ramon	68,166	0.77	52,481	111,166	0.77	85,683
Oakland/Alameda	196,116	1.07	209,560	246,967	1.09	268,738
Berkeley/Albany	82,315	1.29	106,542	101,500	1.26	127,754

Metropolitan Transportation Commission: Regional Transportation Plan

Planned Land Use: The Future and Smart Growth

This General Plan will give guidance for the next twenty years, through the Year 2025. During the update of the General Plan, the City has paid particular attention to “smart growth” principles being promoted throughout the country. The term “smart growth” is touted as the approach that can resolve the problems endemic to urban sprawl. These include loss of open space and farmland, growing traffic congestion, absence of a sense of place, poor quality housing, crowded schools and air pollution resulting from auto dependence.

While there is no single definition of “smart growth” that everyone embraces, there are certain common elements. Typically, smart growth fosters development that revitalizes central cities and suburbs, supports and enhances public transit, and preserves open spaces and agricultural lands. Smart growth creates communities that are more livable by developing efficiently within the already built environment. Smart growth advocates argue that the problems of both the cities and the suburbs can be addressed through more infill development, more concentrated development and more redevelopment, especially in areas served by transit or close to major employment centers. The basic concept is to make more efficient use of existing developed areas so that the need to accommodate

growth through unfettered expansion of developed area is minimized. The basic principles can be summarized as follows:

- Mix land uses
- Take advantage of compact building design
- Create a range of housing opportunities and choices
- Create walkable neighborhoods
- Foster distinctive, attractive communities with a strong sense of place
- Preserve open space, farmland, natural beauty, and critical environmental areas
- Strengthen and direct development towards existing communities
- Provide a variety of transportation choices
- Make development decisions predictable, fair and cost-effective
- Encourage community and stakeholder collaboration in development decisions

Hayward has already undertaken various planning efforts that serve to implement smart growth principles. Examples include: establishment of redevelopment areas to revitalize the Downtown as a major focal point of the city; participation in the Hayward Area Shoreline Planning Agency to plan for the protection of our bay shore; adoption of an Historic Preservation ordinance to protect historic sites and structures; and adoption of Urban Limit Lines to preserve the shoreline and the hills. This General Plan incorporates policies and strategies that will continue to encourage the use of smart growth principles in long-range planning and development over the coming twenty years. Such policies and strategies seek to reduce our dependence on the automobile, create walkable neighborhoods, make efficient use of remaining land, preserve open space, and foster distinctive neighborhoods with a sense of place.

The General Plan Land Use Map is the primary graphic representation of the written policies and strategies. Appendix C contains a detailed description of the land use designations as they appear on the Land Use Map. Appendix D provides a matrix that guides determinations of zoning consistency with the General Plan.

Neighborhood Revitalization

During the past 15 years, the City has undertaken the preparation of 16 neighborhood plans covering all residential and commercial areas of the city, with the exception of the Downtown area. Land use policies have been established in the respective plans and strategies for neighborhood improvements and revitalization have been developed and are being implemented. These Neighborhood Planning Areas are depicted in **Figure 2-2**.

Infill Development

Although most of the land available for housing has been developed, some vacant land remains available for residential development. In addition, some land is underutilized and may be suitable for more intensive development. Any new development must be carefully designed because the land includes either parcels already surrounded by

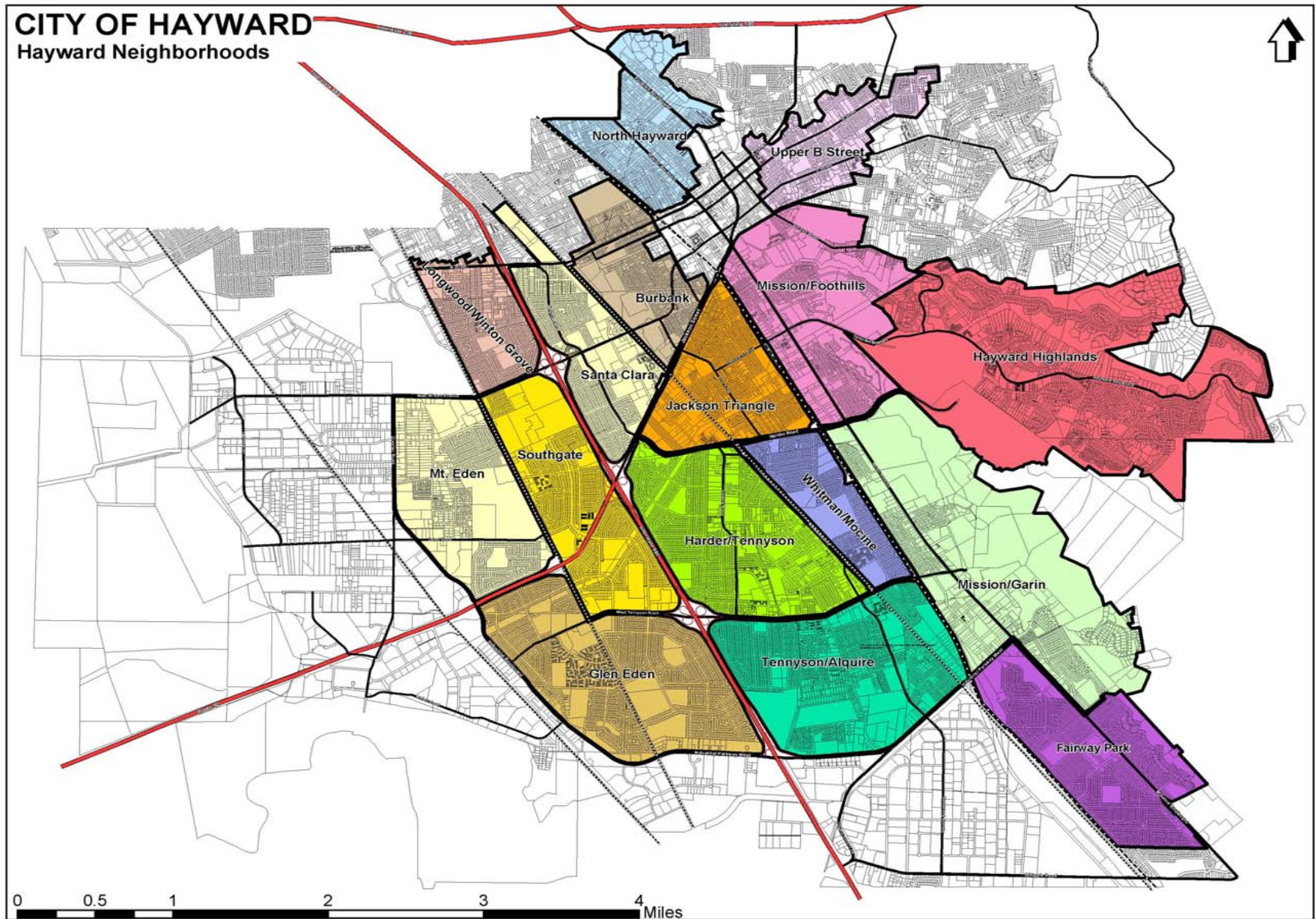


Figure 2-2

Land Use

existing development or parcels that may have particular physical site constraints. The types and densities of housing will vary depending on the surrounding residential character and proximity to public transit, major arterials and activity centers. These factors are also important considerations in providing for choices in housing that are affordable to households at all income levels.

Residential Densities

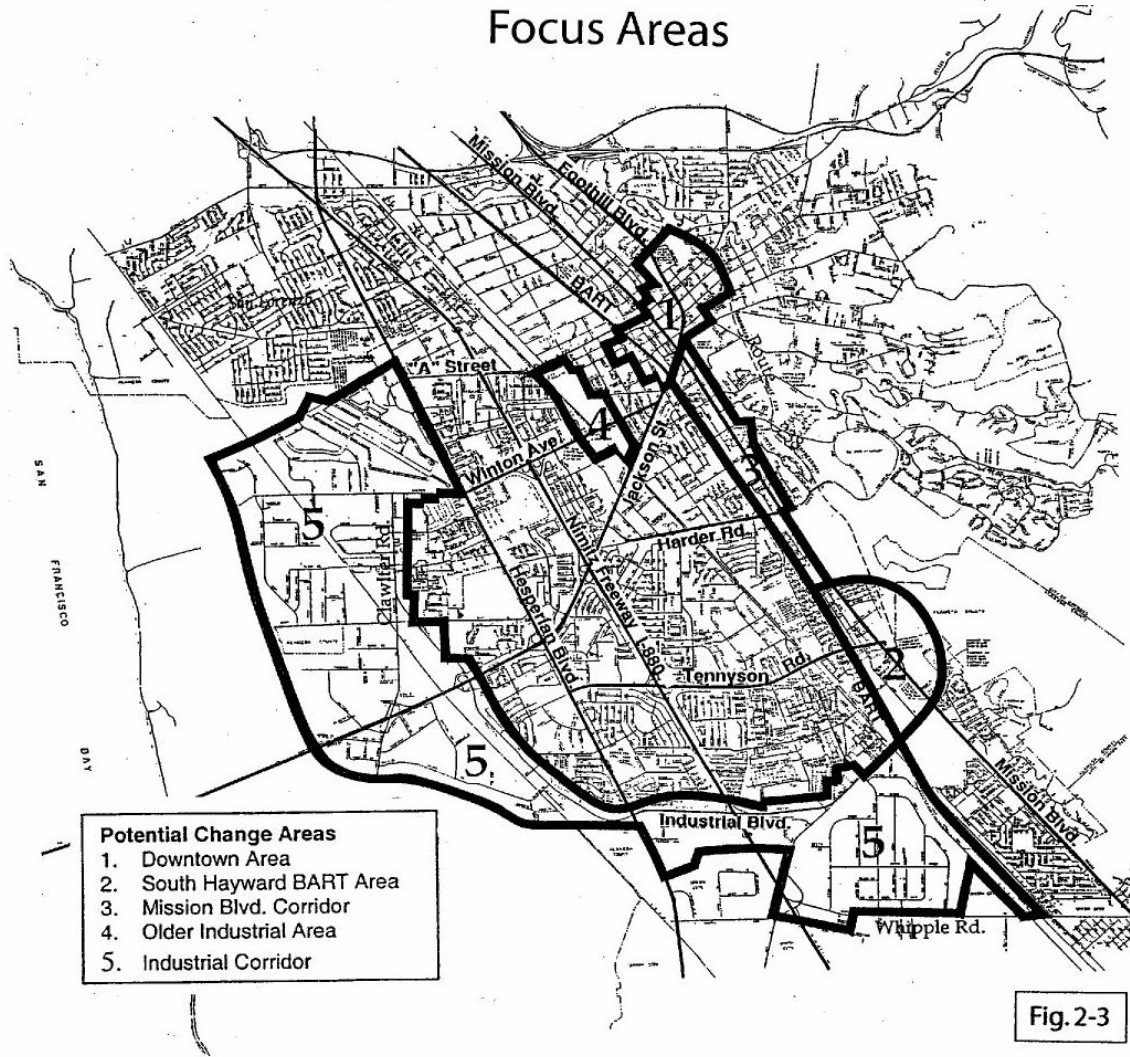
Smart growth principles encourage communities to meet the underlying demand for housing created by an ever-increasing population by building to higher densities in selected areas, revitalizing depressed areas, preserving meaningful open space and protecting environmentally sensitive areas. While many families continue to favor single-family homes on individual lots, smart growth recognizes that planning for growth should include planning for a wide range of housing types to suit the needs and income levels of Hayward's diverse population. The concern about higher densities in Hayward has its roots in the poorly designed, constructed and maintained multi-family projects in certain areas of the city. The undue concentration of so many multifamily units, without adequate open space, neighborhood services or transportation alternatives, has colored the perception of all multifamily housing. The reality of more recent multifamily housing shows how multifamily housing can be sited, designed and constructed to high standards. The negative perception of multifamily housing must be overcome if Hayward wants to preserve land and provide a choice of housing types to meet the needs of existing and future residents.

Neighborhood Improvements

The City has established a Neighborhood Initiatives Program, which is designed to encourage individuals and groups to join together to carry out a project of value and importance to their neighborhoods. Examples of eligible projects, which must benefit all neighborhood residents, include neighborhood clean-up, tree planting and landscaping, signage, and other neighborhood improvements. The city has been divided into four areas for purposes of allocating funding to ensure that all parts of the city have an opportunity to participate in this program. The City also has a Community Preservation and Improvement Program, which is designed to ensure that all structures and areas visible from a public street are maintained in accordance with existing codes, ordinances and regulations.

Focus Areas

The City has designated certain areas of Hayward where the implementation of smart growth principles is particularly appropriate. See **Figure 2-3**. The City has undertaken formal planning processes for all of these areas except the Industrial Corridor. In addition, the Downtown Redevelopment Area has been expanded in recent years to include all of these areas, with the exception of the Industrial Corridor. Expansion of the redevelopment area will assist efforts to revitalize these residential and commercial areas.



Downtown

The Downtown is changing. The new City Hall has provided a focal point of activity and a gateway to the Downtown, inviting residents and visitors to stroll from the BART station into the central business area. New commercial and residential development has revitalized the area, helping to create a vibrant and active neighborhood. In addition, the older industrial area west of the BART Station is being envisioned as the future home of offices and residences. Both Mission Boulevard and Foothill Boulevard serve as gateways to the Downtown area.

Cannery Area

With the closing of the United Can operations, the area around the old Hunts' Cannery is attracting considerable attention. The older warehouses are reaching the point of obsolescence. The City is currently reviewing a proposed design plan for the Cannery Area that envisions a new neighborhood with a mix of housing, a new community center, an expanded school and parks, and improved connections with the Downtown and the County governmental center on Winton Avenue.

Mission Boulevard Corridor

Hayward's quintessential commercial strip is soon to become the focus of renewed attention. With expansion of the redevelopment area, new tools will be available to help property owners and businesses and the city make long-desired improvements. Streetscape improvements and undergrounding utilities are high on the list. Locating auto dealers closer together and providing adequate sites for their operations is also a high priority. New housing is also envisioned in selected locations. Well-designed high-density housing clusters along Mission Boulevard would help to revitalize the area by providing needed ownership and rental housing, upgrading the appearance of the street frontage, providing a population base to support resident-serving commercial activities, and locating housing near public transit to encourage its use.

The Mission Boulevard corridor is comprised primarily of disjointed commercial clutter, in part due to annexation of developed land and the long-held conviction that major arterials are undesirable for housing and should be limited to commercial development. However, well-designed high-density housing nodes along this major thoroughfare would help to revitalize the area by providing needed ownership and rental housing, upgrading the appearance of the street frontage, providing a population base to support resident-serving commercial activities, and by locating housing near public transit to encourage its use. This type of development might provide sufficient incentive to invest in upgrading public transit systems sufficiently that there would be negligible impact on automobile trip generation. Instituting a requirement that such housing be required to include a neighborhood-serving commercial component if such services were not in walking distance could assure that cars were not essential to living there. It would also allow the City to reduce parking requirements so that more efficient use could be made of the development site. One of the greatest challenges along Mission Boulevard is to create a

healthy balance between high-density housing and commercial endeavors so as to assure a high quality of life for both the residents and the businesses.

South Hayward BART Area

This area has seen considerable residential development, but not much supporting retail businesses and even less in the way of parks and other amenities. With expansion of the redevelopment area, attention will be directed at revitalization of the area. Opportunities still exist within walking distance of the BART station to accommodate “transit-oriented” development. Remaining vacant and underutilized properties, including land east of Mission Boulevard, will be evaluated as part of a plan for the area.

Industrial Corridor

For over 40 years, the industrial area in western and southern Hayward has attracted warehouse and distribution facilities due to its easy access and central location within the East Bay. Today, these same qualities, along with less expensive land, are attracting high-tech and other firms looking for alternatives to high-priced San Francisco and the Silicon Valley. New fiber optics and supporting business amenities are assisting in bringing the “new economy” to Hayward. To further aid in this transition, the City is looking at ways to better accommodate the differing needs of new campus-style high-tech uses and traditional manufacturing and warehousing uses, perhaps through the establishment of separate zoning districts.

The Industrial Corridor also includes several areas that function as important gateways to the city. The Point Eden area along Route 92 at the eastern end of the Hayward-San Mateo Bridge is attracting increased interest from the development community. The new Eden Shores complex along Hesperian Boulevard, containing a mix of mid-rise office and research and development uses, a new sports park and housing developments, will enhance that southern entry into the city. Other opportunities for more intensive development exist along Industrial Parkway on both sides of the Nimitz Freeway.

The Industrial Corridor has been the subject of particular attention during this General Plan update. This is in part due to the emergence of the “new economy” (see section on Economic Development). It also reflects the fact that while the City has conducted several planning studies for the Downtown area and completed sixteen neighborhood plans for all of the residential and adjacent commercial areas over the past decade, no comprehensive studies have been undertaken for the industrial areas of the city. A more detailed perspective on opportunities and constraints in the Industrial Corridor is presented in the following section.

The Transformation of the Industrial Corridor

The emergence of the new economy is helping to shape the significant changes taking place in the industrial areas around the western and southern edges of the city. Indeed, this transformation suggests that perhaps a new name may be appropriate for the

Industrial Corridor. The following discussion identifies opportunities and constraints that may impact the shift in emphasis from manufacturing and distribution to more research and development oriented businesses in the Industrial Corridor. With this foundation, potential strategies have been suggested for further exploration with regard to the extent of the city's role in the transformation of the Industrial Corridor.

Development Trends in the Industrial Corridor

The Industrial Corridor comprises over 3,500 acres of land along the western and southern edges of the city. Data on existing land use are provided in Appendix E. There are three distinct geographical subareas. The western portion consists of the area north of Route 92; the southwestern portion is the area between Route 92 and I-880; and the southern portion includes the area east of I-880. Approximately 2,500 acres are currently devoted to industrial uses, including the industrial park on leased land at the Hayward Executive Airport and the South Hayward BART maintenance yards. Another 600 acres are presently devoted to commercial, residential, or public and quasi-public uses, including the Hayward Executive Airport and other public utility facilities. About 400 acres are classified as vacant land. It should be noted that some of this land (perhaps as much as 100 acres) may not be suitable for industrial development.

A significant portion of the land already devoted to industrial uses may see a change to more intensive land uses based on current development trends. The 1,400 acres now occupied by warehouses or other marginal uses may be candidates for conversion or redevelopment as office or research and development space. In addition, the approximately 200 acres consumed by land-intensive uses such as wrecking yards, wholesale auto auction businesses, and trucking terminals are considered underutilized and appropriate for more intensive development.

Recent new construction activity, as well as data on conversion activity in terms of the amount of warehouse space changing to office or research and development space, indicates that the trend toward more intensive development is continuing throughout the Industrial Corridor. As a result of this trend, the average employee density is projected to increase over the next 20 years from 17 employees per acre to 19 employees per acre. Employee densities currently range from 11 per acre in the South subarea to over 21 per acre in the West subarea. Although the increment in the overall average employee density throughout the Industrial Corridor appears small, this slight rise represents the equivalent of all new development on the remaining 400 vacant acres occurring at densities of 30 employees per acre. Forecasts of the average employment density may be understated in that the increased emphasis on office and research and development space within the proposed Eden Shores business complex and other recent similar development projects is not fully reflected in the current employment projections prepared by ABAG.

The General Plan, in acknowledging the Industrial Corridor as a major change area, recognizes the potential costs in terms of accommodating increased traffic and expanding utility capacities as well as the potential economic benefits in terms of more jobs and increased tax receipts. These concerns, along with other opportunities and constraints

that may be encountered in the transformation of the Industrial Corridor, are discussed in the remainder of this section and elsewhere in the relevant portions of the General Plan.

Land Use Regulations and Development Standards

Development regulations in the Industrial Corridor essentially presume and encourage a manufacturing-based economy, whereas a new approach may be warranted that better reflects the needs of the information-based economy. This is essential with regard to provisions for business parks and research and development firms. The existing provisions in the Zoning Ordinance may serve to inhibit the development of new office and research and development space as well as conversion of warehousing to this type of space. In addition, provisions in the Off-Street Parking Regulations may inhibit the ability to address parking needs associated with more intensive use of these sites. These and other related concerns are addressed below.

Multiple Zoning Districts. There is only one Industrial zoning district in the city. The Industrial District currently allows office buildings only within business or industrial parks that are 25 acres or greater in size. Although most of the Industrial Corridor is comprised of business and industrial parks, some of these parks are less than 25 acres in size. Also, office buildings cannot exceed 40 feet in height. This height limitation effectively restricts office buildings to no more than three stories. These requirements are impediments to high-tech and research and development uses. These restrictions were apparently adopted at a time when it was felt that office buildings in the Industrial Corridor would detract from efforts to attract office development in the Downtown area. With the advent of the high-technology campus style of industrial development, such conditions no longer seem appropriate in today's economic environment.

It seems appropriate, therefore, to consider the establishment of multiple zoning districts within the Industrial Corridor to better accommodate the differing needs of new high-tech uses and traditional manufacturing and warehousing uses. For example, a Business Park district could encourage offices as primary uses while requiring a use permit for warehouses or even prohibiting such uses altogether. A Manufacturing district could be structured to accommodate manufacturing facilities as well as research and development operations. A new Warehousing district could respond to the needs of wholesaling and distribution uses.

Integration vs. Separation of Land Uses. The changing economic environment, along with the possible consideration of multiple zoning districts, suggests a need to examine provisions in the zoning ordinance regarding the separation of land uses. On the one hand, many of the businesses that use hazardous materials are located in the Industrial Corridor. For example, high-tech businesses such as computer chip manufacturers and, to a lesser extent, some biotech industries, use highly toxic or corrosive gases. These particular classes of hazardous materials, if not properly stored, handled, and monitored, can pose a threat to the community. The separation of these industrial uses from adjacent residential uses makes it easier for emergency responders to mitigate and evacuate a hazardous situation. On the other hand, as portions of the Industrial Corridor are

developed with more intensive uses, the increase in employee densities may result in a need for child-care facilities in closer proximity to the workforce. Such uses currently are prohibited in the Industrial District due to concerns about safety and land use compatibility. Perhaps there are portions of the Industrial Corridor, such as the newer business parks, where these facilities could be located and pose little or no safety risks.

Parking Requirements. Parking issues arise as more intensive development occurs in the Industrial Corridor. Parking requirements for warehouse uses are obviously much less than those for more intensive uses. This situation often inhibits the conversion of warehouse space to office and research and development uses. There are several approaches that might address this problem. Higher parking ratios could be required for all new buildings so as to facilitate conversion at a later date. Or, perhaps an overlay district could be applied to certain areas to address parking issues, including those related to conversion of warehouses to more intensive uses. In addition, it may be desirable to explore with industrial park owners the possibility of allowing on-street employee and visitor parking (no trucks) within some of the business and industrial parks.

Minimum Parcel Size. It may also be appropriate to consider increased minimum parcel sizes for certain types of industrial development. The minimum lot size in the Industrial District is currently 10,000 square feet. However, lots this small are not conducive to manufacturing or research and development operations. Perhaps the city should consider prohibiting the subdivision of industrial land into parcels of less than one acre.

Fire Protection and Hazardous Materials

Retrofitting Buildings. A frequent challenge posed to high-tech businesses wanting to locate in pre-existing buildings is the renovation of structures to meet current building and fire code requirements. This is particularly difficult when moving into some of the older multi-tenant warehouse buildings in Hayward, some of which are located in the Industrial Corridor. In addition, there often are issues related to transforming even newer or brand new buildings to meet the specialized needs of high-tech industries. Some of these buildings, originally built as speculative warehouses, could be retrofitted to more intensive uses.

Contaminated Sites. The City keeps track of all facilities in Hayward that handle hazardous materials or generate, store or treat hazardous waste. A review of the list of contaminated sites shows that there are approximately 175 contamination cases within the Industrial Corridor, 74 of which have been closed by the Regional Water Quality Control Board. Of the 101 open cases, 6 are in unincorporated Alameda County areas. The 95 open cases within the city limits consist of 64 underground storage tank cases (UST) and 31 other cases not directly linked to releases from underground storage tank systems. The City, as agents of the Regional Board, is the lead agency in Hayward for UST cases only. Non-UST cases are normally referred to the Regional Board. The 64 UST cases in the Industrial Corridor that are within the city limits include 4 that are within the Hayward Executive Airport property. Twenty-five of these open UST cases

are associated with commercial fueling stations and fueling operations for warehousing, distribution, and trucking facilities.

The contamination cases more difficult to investigate, characterize, and remediate are those that involve industrial solvents which affect not only soils but groundwater as well. These solvents travel readily in groundwater over long distances. The California Regional Water Quality Control Board is currently overseeing the investigation and cleanup of these cases in Hayward.

Annexation of Unincorporated Islands

There are pockets of unincorporated area within and adjacent to the Industrial Corridor that contain parcels that are underutilized or developed with marginal uses. Annexation of these unincorporated islands, located along Depot Road and in the Mt. Eden area, including Dunn Road and Saklan Road, will be necessary to realize the full development potential of these areas. It is appropriate to evaluate the merit of annexing these areas into the city.

LAND USE POLICIES AND STRATEGIES

Balance of Land Uses

1. Employ sound planning principles to promote a balance of land uses and achieve a vibrant urban development pattern that enhances the character of the city.

1. Seek to achieve an improved balance between jobs and housing in the Hayward planning area.
2. Assure adequate infrastructure capacities to accommodate planned growth.
3. Maintain an adequate supply of land designated and zoned for residential use at appropriate densities to meet housing needs, consistent with the objective of maintaining a balance of land uses.
4. Promote mixed-use development where appropriate to ensure a pedestrian-friendly environment that has opportunities such as housing, jobs, child care, shopping, entertainment, parks and recreation in close proximity.

Transit-Oriented Development

2. Support higher-intensity and well-designed quality development in areas within ½ mile of transit stations and ¼ mile of major bus routes in order to encourage non-automotive modes of travel.

1. Encourage mixed-use zoning that supports integrated commercial and residential uses, including live-work spaces, in activity centers and along major transit corridors.
2. Encourage high-density residential development along major arterials and near major activity or transit centers, and explore the establishment of minimum densities in these areas.
3. Consider shared parking arrangements for mixed-use developments within the Downtown area and along major arterials.
4. Encourage design that orients development to the transit station and facilitates the use of transit.

Downtown Area

3. Maintain the Downtown as a focal point for the City so that it continues to express the City's history, provides a venue for cultural vitality, and retains its role as a center for social, political, and other civic functions

1. Continue to implement the Downtown Design Plan and the Core Area Specific Plan.
2. Emphasize making the downtown a focal point for the City within a pedestrian-friendly environment.
3. Recognize the importance of continuous retail frontage to pedestrian shopping areas by discouraging unwarranted intrusion of other uses that weaken the attractiveness of retail areas; encourage residential and office uses to locate above retail uses.
4. Encourage both commercial and residential development in the area surrounding the Downtown BART Station.
5. Encourage residential development in the downtown area to increase market support for business and to extend the hours of downtown activity.

Cannery Area

4. Seek implementation of the Cannery Area Design Plan.

1. Work with the private sector to redevelop older industrial parcels in the former Hunt's Cannery area into a new residential neighborhood with expanded school and park facilities.
2. Encourage commercial office development on the older industrial parcels west of the Downtown BART Station, and promote high density residential development around the perimeter as a buffer with the surrounding neighborhood.
3. Encourage residential development, including live-work spaces, on industrial properties west of the railroad tracks south of West A Street in a manner that is compatible with the adjacent neighborhood.
4. Encourage additional retail development on properties along Hathaway Avenue when existing manufacturing uses are no longer viable.

Mission/Foothill Corridor

5. Promote transit-oriented development in the Mission/Foothill Corridor in order to help relieve regional congestion and create a distinctively attractive commercial boulevard.

1. Create a more transit-oriented environment by encouraging a balance of land uses, including a mix of commercial and residential uses.
2. Seek to concentrate new car dealerships within Auto Row and buffer surrounding uses as appropriate.
3. Encourage the location of university-oriented retail and entertainment uses within the community.
4. Work to develop enhanced transit opportunities along Mission Boulevard that serve the two Hayward BART stations and California State University-Hayward.

South Hayward BART Station Area

6. Seek to integrate greater intensity of development and enhance the surrounding neighborhood within ½ mile of the South Hayward BART Station.

1. Develop a conceptual design plan for the South Hayward BART Station area to determine appropriate land use and infrastructure needs
2. Create opportunities to integrate mixed-use development in the South Hayward BART Station vicinity to achieve a balance of land uses.
3. Provide park and recreational facilities to support existing and planned residential development.

Business and Technology Corridor

7. Promote the transition from a manufacturing-based economy to an information-based economy in the industrial areas.

1. Consider adoption of multiple zoning districts that provide for concentration of similar types of uses such as manufacturing, warehouse/distribution, or research and development/office uses.
2. Identify specific sites or opportunity areas for highly desirable uses that enhance the tax base.

3. Provide for supporting commercial uses, such as restaurants, business services and heavy commercial uses, consistent with the function of newly created zoning districts.
4. Consider allowing childcare facilities within areas zoned for research and development or office uses.
5. Pursue implementation of proposed circulation improvements through adoption of an assessment district or other funding mechanisms.

Infill Development

8. Promote infill development that is compatible with the overall character of the surrounding neighborhood.

1. Encourage visual integration of projects of differing types or densities through the use of building setbacks, landscaped buffers, or other design features.
2. Consider modifications to design guidelines and regulations that provide for flexibility in the review of residential additions while maintaining the integrity of the neighborhood.
3. Ensure that design guidelines reflect concerns about the preservation of viewsheds.
4. Promote walkable neighborhoods by encouraging neighborhood-serving commercial activities within residential areas.
5. Encourage development that is designed to provide direct pedestrian connections between housing and supporting activities.

Hillside Development

9. Design hillside development to be sensitive to the maintenance of a natural environment through retention of natural topographic features such as drainage swales, streams, slopes, rock outcroppings, and natural plant formations.

1. Consider revisions to the grading ordinance in order to prohibit or limit development on slopes of specified gradients.
2. Avoid development on unstable slopes, wooded hillsides, and creek banks.

3. Respect natural topography in street layouts and require streets to be only as wide as necessary for public safety and traffic flow in order to minimize grading and disruption of ground cover.
4. Respect natural contours in the siting of development; structures on ridges should be landscaped so as to blend with the hill form and building height and location should be adjusted to retain views where feasible.
5. Densities of development in the hill area should feather out to very large lot development near the Urban Limit Line to provide for appropriate transition to permanent open space.

Urban Limit Lines

10. Maintain Urban Limit Lines in order to retain an attractive, natural setting and foster a distinctive sense of place.

1. Preserve existing urban limit lines that have been established in the hill area and along the shoreline.
2. Cooperate with adjacent cities and Alameda County to protect the permanence of open space designations.
3. Prohibit new water hook-ups, roads, or other infrastructure (except as required for regional park, low intensity recreation and agricultural uses) beyond the urban limit line.

City Boundaries

11. Seek to achieve more congruous boundaries to provide for the efficient delivery of public services and to create a greater sense of community.

1. Evaluate annexing unincorporated islands and adjoining urbanized county areas within the Sphere of Influence in light of desires of affected residents and fiscal impacts on the city.
2. Continue to pursue joint planning and review of proposed developments with Alameda County for remaining unincorporated areas within the Sphere of Influence.
3. Retain the East Hills Annex to facilitate interjurisdictional planning for the Pleasanton Ridglands (also see Ridglands Area Policies in the Appendix).